**TELEGRA** 

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SP ET 860

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44 ACTION AF-18

INFO OCT-01 EUR-26 NFA-10 NSE-10 RSC-01 PM-08 55-14 INR 109 CIAE-00 NSAE-00 DODE-00 AID-20 OMB-01 T-03 ADP-80 GAC-Ø1 EB-11 MC-02 H-02 RSR-01 TRSE-00 PRS-01

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TO SECSTATE WASHBC PRIORITY 2983
INFO AEEMBASSY BONN 0193
AMEMBASSY LONDON
AMEMBASSY MOGADISCIO
AMEMBASSY MOSCOW
AMEMBASSY NAIROBE
AMEMBASSY PARIS
AMEMBASSY ROME
AMEMBASSY TEL AVEV
USCINCEUR
AMCONSUL ASMARA

S E C R E T SECTION 1 OF 2 ADDIS ABABA 0782

SUBJ: IMPLICATIONS FOR US POLICY OF THE SOMALT THREAT TO ETHIOPIA

1. THIS TELEGRAM, WHICH SUMMARIZES AN AIRGRAM THAT WE EXPECT TO POUCH ON JANUARY 25; HAS BEEN APPROVED BY THE COUNTRY TEAM BUT ITS RECOMMENDATIONS ARE SUBJECT TO THE CONCURRENCE OF AMBASSADOR ADAIR, CURRENTLY IN WASHINGTON. ITS GIST IS THAT WE BELIEVE THE US SHOULD TAKE IMMEDIATE STEPS TO ASSIST ETHIOPIA IN THE LIGHT OF THE GROWING SOMALY MILITARY THREAT, THE MOST IMPORTANT OF THESE BEING THE TOTAL ELIMINATION OF THE \$3 MILLION SHORTFALL IN US MILITARY ASSISTANCE WHICH PRESENTLY APPEARS LIKELY FOR FY 73, AND OF ANY PROSPECTIVE SHORTFALL IN FY 74.

2. OVER THE LAST YEAR ETHIOPIAN CONCERN OVER POSSIBLE SOMALI AGGRESSION IN THE FUTURE HAS GREATLY INCREASED. THE CONSIDERABLY INCREASED, STRIDENCY OF SOMALI TERRITORIAL DEMANDS: THE OMINOUS







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LACK OF SOMALI INTEREST IN MEASURES TO IMPROVE RELATIONS: THE EXPLICIT THREAT OF PRESIDENT STAD TO USE FORCE IF PEACEFUL: TACTICS FAIL: THE REALIZATION THAT A RAISE IN STAKES MAY SOON OCCUR IF OIL IS DISCOVERED IN COMMERCIAN QUANTITIES: THE NEW FEAR THAT THE SOVIETS WILL GO VERY FAR TO SATISFY SOMALI ARMS REQUESTS IN ORDER TO FORESTALL! ANOTHER EGYTIAN-STYLE OUSTER: DEVELOPMENTS SUGGESTING THE POSSIBILITY OF GREATER EXTERNAL SUPPORT FOR THE ELF INSURGENCY: VARIOUS INTERVENTIONIST ACTS OF COLONEL GADHAFI WHICH SUGGEST THE POSSIBILITY OF LIBYAN SUPPORT FOR SOMALIA IN A FUTURE CONFLICT WITH ETHIOPIA: IN-CREASED DOUBTS REGARDING THE CONTINUATION OF SIGNIFICANT US MILITARY ASSISTANCE: AND A KEENER AWARENESS OF THE EMPEROR'S MORTALITY, WITH ALL THAT IMPLIES FOR ETHIOPIA'S POSSIBLE VULNERABILITY: ALL THESE HAVE COMBINED TO HEIGHTEN CONCERN CLOSE TO ALARM.

3. THE MOST OMINIOUS DEVELOPMENT OF ALL HAS BEEN AN APPARENT INCREASE SINCE JULY 1, 1972 IN THE TEMPO OF SOVIET DELIVERIES. OF MILITARY EQUIPMENT TO SOMALIA, AND IN THE ARRIVAL! OF SOVIET MILITARY ADVISORS. THE FACTS OF WHICH THEY ARE AWARE CONCERNETHIOPIANS DEEPLY: THEIR UNCERTAINTY WHETHER EVEN MORE SIGNIFICANT DELIVERIES HAVE RECENTLY OCCURRED, OR WILL SHORTLY OCCUR, WORPIES THEM EVEN MORE.

4. ETHIOPIAN MILITARY LEADERS CONSIDER THAT THE PRESENT SOMALI THREAT CALLS FOR SUCH MAJOR STRENGTHENING OF STHIOPIAN FORCES AS A MECHANIZED THRANTRY BRIDAGE, NUMEROUS ADDITIONAL AIRCRAFT. INCREASED AIR DEFENSE RADAR COVERAGE, AND EIGHT MODERN PATROL CRAFT. YET, ALTHOUGH NUMEROUS ETHIOPIAN LEADERS HAVE OF LATE BEEN EMPHASIZING THEIR CONCERN TO US. SRECIFIC REQUESTS FOR ADDITIONAL US ASSISTANCE HAVE THUS FAR BEEN SUPPRISINGLY MODER-ATE. (THEY ARE NOT YET AWARE OF THE SHORTFALL IN US ASSISTANCE WHICH WE ANTICIPATE IN FY 73.) WE BELIEVE THAT MORE SUBSTANTIAL REQUESTS ARE LIKELY REFORE LONG, HOWEVER, AND WE NOTE IN THIS CONNECTION THE FOREIGN MINISTER'S RECENT PREDICTION THAT HIS GOVERNMENT, AND POSSIBLY THE EMPEROR HIMSELF, WILL: SOON REQUEST A BASIC DISCUSSION OF THE SOMALI THREAT WITH THE AMBASSADOR (ADDIS 9832). WE ALSO BELIEVE THAT ANY HARD INFORMATION' REGARD-ING THE DELIVERY OF MIG-21S OR THEE TANKS TO SOMALIA WOULD TRINGER A CONSIDERABLE INCREASE IN THE URGENCY AND MAGNITUDE OF ETHIOPIAN REQUESTS.









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5. WE: ARE BY NO MEANS INCLINED TO REGARD CURRENT ETHIOPIAN EXPRESSIONS OF APPREHENSION AS A PLOY TO IMPRESS THE US. WE HAVE NO DOUBT THEY ARE SINCERE AND TO A LARGE EXTENT WE CONSIDER THEM JUSTIFIED. THERE IS SUFFIEIENT TERRITORIAL APPE-TITE AND POLITICAL INSTABILITY IN SOMALIA SO THAT THE POSSIIBIL-ITY OF A FUTURE DESIRE TO ATTACK ETHIOPIA, POSSIBLY IN A PERIOD OF CONFUSION FOLLOWING THE EMPERORIS DEATH, MUST BE TAKEN SERIOUSLY. THE SOVIETS WILL HOPEFULLY SEEK TO AVERT THIS DANGER BY CAREFULLY THROTTLING THEIR DELIVERIES TO SOMALIA. BUT WITH THEIR RECORD IN THE ARAB/ISRAELI CONFLICT IN MIND WELCANNOT AFFORD TO BE OVERLY OPTIMISTIC ON THIS SCORE. SOVIET DELIVERIES SINCE JULY 1. 1972 HAVE NOTICEABLY, THOUGH NOT DRASTICALLY. STRENGTHENED SOMALI MILITARY CAPABILITIES: IN OUR JUDGMENT ETHIOPIA HAS GOOD REASON IN CONSEQUENCE TO STRENGTHEN ITS MILI-TARY POSTURE AND SHOULD CERTAINLY SEEK CONSIDERABLE STRENGTHEN-ING IF SOMALIA SOON ACQUIRES, OR IS FOUND TO HAVE ALREADY ACQUIRED, SUCH IMPORTANT ADDITIONS AS A SIGNIFICANT QUANTITY OF MIG-21S AND T-54 TANKS.

6. IF THE US REACTS TO CURRENT ETHIOPIAN APPREHENSION BY A SIMPLE CONTINUATION OF RECENT ATTITUDES AND PROGRAM TRENDS: INCLUDING A MAP EEVEE OF \$9.1 MILLION (\$8.6 MILLION EXLUDING) PCHT -- PACKAGING, ERATING, HANDLING AND TRANSPORTATION FOR THIS FISCAL YEAR AND PROBABLY FURTHER OUTS IN THE NEXT FISCAL YEAR, THE IEG WILL CONCLUDE THAT US FRICHDSHIP IS OF VERY LIMIT: ED VALUE, AND THEIR LEADERS WILL: FEEL CONSIDERABLE: DISILLUSION-MENT AND BITTERNESS! WE DO NOT ANTICIPATE THAT THIS WILL CAUSE A BASIC CHANGE IN ITS ATTITUDE TOWARDS KAGNEW, OR SEVERE DAMAGE TO OTHER MAJOR US INTERESTS (ALTHOUGH A CAVEAT MUST BE INSERTED THAT A TENNECO OFL STRIKE COULD AT ANY TIME ADD AN ADDITIONAL US INTEREST IN ETHIOPIA). BUT IT WILL PROBABLY MAKE IT SOMEWHAT HARDER FOR THE US TO ATTAIN ITS OBJECTIVES WITH REGARD TO A WIDE RANGE OF ISSUES IN USZETHIOPIAN REMATIONS. VIGOROUS ETHTOPIAN EFFORTS TO OBTAIN MILITARY EQUIPMENT ON CREDIT FROM OTHER NON-COMMUNIST SOURCES CAN CERTAINNY BE ANTICIIPATED. MANY COUNTRIES WOULD GRADUALLY CONCLUDE THAT US WILLINGNESS TO HELP ITS FRIENDS IN TIME OF STRESS HAD REACHED A VERY LOW LEVEL. A LIRYAN-ARMED ELF MIGHT DECIDE TO ATTACK KAGNEW IF IT SAW CLEARLY HOW DISTNOLINED THE US WAS TO ASSUME ANY FURTHER INVOLVEMENT IN ETHIOPIA. LASTLY: THERE WOULD BE A SOMEWHAT GREATER DANGER OF SOME FORM OF SOMALI AGGRESSION AGAINST ETHTOPIA THAN IF THE US HAD CONTRABUTED A LITTLE MORE TO ETHIOPIAN STRENGTH.







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7. SHOULD THERE EVENTUALLY BE: AN OUTBREAK OF SOME FOR OF HOSTILITIES WITH SOMALIA, THE DISADVANTAGES FOR THE US MENTIONED IN THE PRECEDING PARAGRAPH WOULD BE INTENSIFIED.

8. THESE CONSEQUENCES OF A SIMPLE CONTINUATION OF RECENT US ATTITUDES AND PROGRAM TRENDS ARE SUFFICIENTLY UNPLEASANT IN OUR VIEW TO JUSTIFY A THOROUGH SEARCH FOR ADDITIONAL ACTIONS WHICH THE US COULD TAKE AT PRESENT TO REASSURE ETHIOPIA, TO STRENGTHEN ITS MILITARY CAPABILITIES, AND TO LESSEN THE LIKELIHOOD OF SOAMLI AGGRESSION. THE RESULTS OF SUCH AN EXAMINATION ON OUR PART ARE SUMMARIZED IN THE FOLLOWING PARAGRAPHS.













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44 ACTION AF=18

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L-03 CIAE-00 INR-09 NSAE-00 DODE-00 AID-20 DMB-01 Y-03:

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AMEMBASSY LONDON

AMEMBASSY MOGADISCIO

AMEMBASSY MOSCOW

AMEMBASSY NAIROBY

AMEMBASSY PARIS

AMEMBASSY ROME:

AMEMBASSY TEL AVIV

USCINCEUR

ZNN/AMCONSUL: ASMARA

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A. THAT A WORKING MEETING BE PLANNED IF POSSIBLE BETWEEN THE EMPEROR AND THE PRESIDENT, POSSIBLY OUTSIDE OF WASHINGTON, PERHAPS IN CONNECTION WITH HIM'S SCHEDULED LATIN AMERICAN TRIP THIS SPRING. REGARDLESS OF THE STATE OF US MILITARY ASSISTANCE PROSPECTS AT THAT TIME, THE EXPRESSION OF INTEREST IN ETHIOPIA EVIDENCED BY THIS MEETING WOULD HELP TO STRENGTHEN US-ETHIOPIAN RELATIONS, BOLSTER ETHIOPIAN CONFIDENCE, AND HOLD WITHIN BOUNDS THE PRESSURE FOR US MILITARY ASSISTANCE.

B. THAT THE FEASIBILITY OF A US-LEG MEETING AT THE SECSTATE OR SECDEF LEVEL BE EVALUATED AT A LATER DATE IN LIGHT OF THE POSSIBILITY AND CONTENT OF THE PRESIDENTIAL MEETING DISCUSSED ABOVE.

C. THAT THE US SUGGEST TO THE TEG, AND POSSIBLY THE GSDR, THAT IT CONSIDER APPROACHING THE DAU AND/OR FRIENDLY AFRICAN STATES WITH A REQUEST TO MEDIATE THEIR BILATERAL TENSIONS. AS WAS DONE IN 1964.

D. THAT'A MEETING WITH THE ISRAELIS BE HELD IN WASHINGTON OR





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JERUSALEM TO EXPLORE POSSIBLE ISRAELT ASSISTANCE (OF LOW VISI-BILITY) TO ETHIOPIA) INCLUDING THE POSSIBILITIES OF TRIANGULAR TREADSACTIONS INVOLVING THE US.

E. THAT THE US CONSULT IN APPROPRIATE CAPITALS WITH THE FRENCH, GERMANS, ITALIANS AND BRITISH TO SHARE ASSESSMENTS OF THE PROBLEM AND TO ASCERTAIN WHETHER THEY CAN MAKE USEFUL! CONTRIBUTIONS.

F. THAT THE DEPARTMENT CONSIDER THE DESTRABILITY OF A HIGH-LEVEL APPROCH TO APPRISE THE SOVIETS OF OUR CONCERN AND TO RE-QUEST THEIR COOPERATION TO MINIMIZE THE DANGER OF AN ARMS RACE AND FUTURE HOST TESTEES.

G. THAT THE DEPARTMENT REVIEW OPTIONS FOR AN IMPROVEMENT IN US RELATIONS WITH SOMALIA AND A SUBSEQUENT INCREASE IN US IN-

H. THAT THE POSSIBILITY OF MILITARY VISITS TO ETHIOPIA AND OF CALLS AT MASSAWA BY DETACHED 7TH FLEET OR OTHER NAVAL ELEMENTS, AS CIRCUMSTANCES MAY WARRANT, BE CONSIDERED.

10. DUR MAAG IS ENCOURAGING IEG SELF-HEUP MEASURES TO IMPROVE ITS MILITARY POSTURE: THERE ARE MANY ACTIONS SUCH AS AN IMPROVED COMMAND AND CONTROL STRUCTURE: AND VARIOUS DEPLOYMENT IMPROVED MENTS WHICH IT HAS BEEN RECOMMENDING AND WHICH IT WILL CONTINUE TO PROMOTE VIGOROUSLY:

1. WITH REGARDE TO US MILITARY ASSISTANCE, A SHORTFALL OF \$3 MILLION IFROM THE DOD MAP OBJECTIVE OF \$11.5 MILLION, NOT INCLUDING PCHT) NOW APPEARS LIKELY FOR BY 73 AND WE SUSPECT THAT THE SHORTFALL FOR FY 74 WILL BE EVEN GREATER IF EVENTS ARE ALLOWED TO TAKE THEIR NATURAL COURSE. SUCH SHORTFALLS COULD PERHAPS HAVE BEEN DIGESTED WITHOUT UNACCEPTABLE DAMAGE TO US INTERESTS IF ETHROPIAN-SOMALIA RELATIONS WERE NOW APPROXIMATELY THE SAME AS WAS THE CASE A YEAR AGO. THAT IS DECIDELY NOT THE CASE. UNDER PRESENT CIRCUMSTANCES WE ASCRIBE GREAT IMPORTANCE IN TERMS OF US INTERESTS TO THE TOTAL ENIMINATION OF THE SHORT-FALL THREATENING FOR BOTH FY 73 AND FY 74. SUCH ACTION IS NEEDED BOTH IN TERMS OF THE REAL SOMALT THREAT AND THE EXPECTA-TIONS WHICH THE YEG IS ENTITLED TO HAVE REGARDING US ASSISTANCE IN TIMES OF GATHERING PERILD ASSISTANCE WHICH WILL MERELY PERMIT A STRAIGHT-LINE CONTINUATION OF THE MODEST MODERNIZATION PROGRAM WHICH BEGAN IN FY 7%; WITH FULL US APPROVAL.

12. WE RECOMMEND THAT IMMEDIATE STEPS BE TAKEN TO ELIMINATE THE







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IMPENDING \$3 MILLION SHORTFALL! FOR FY 73 BY MEANS OF ONE OR MORE OF THE FOLLOWING APPROACHES: (A) AN INCREASE IN MAP; (B) BROADENING THE SPECTRUM OF ELIGIBLE EXPENDITURES FOR THE EXIST-ING AID AGRICULTURAL SECTOR LOAN TO PERMIT AN IEG SHIFT OF BUDGET RESOURCES TO DEFENSE SUPPORT: AND (C) OFFERING THE IEG MILITARY EQUIPMENT ON: A CREDITYSALE BASES. ALTERNATIVE (A) IS THE MOST DESIRABLE IN OUR VIEW BUT WE RECOGNIZE THE INTENSE WORLDWIDE DEMANDS UPON A SHRINKING MAP BUDGET. ALTERNATIVE (B) SHOULD BE FEASIBLE WITHOUT MUCH DIFFICULTY IN OUR VIEW TO A LEVEL OF ABOUT \$900,000 THIS YEAR. AN INCREASE OF UP TO \$20 MILLION IN FY 73 WOULD IN FACT BE POSSIBLE FROM THE STANDPOINT OF ETHIOPIA'S ABSORPTIVE CAPACITITES, BUT POSSIBLE CONGRESSION-AL REACTION IN THE LIGHT OF THEPURPOSE OF SECTION 620(S) OF THE FOREIGN ASSISTANCE ACT WOULD NEED TO BE TAKEN INTO ACCOUNT AS WELL AS POSSIBLE PROBLEMS CONNECTED WITH THE CURRENT IEG UNDERSTANDING WITH THE IBRD THAT ANNUAL DEFENSE SPENDING IN-CREASES WILL: NOT EXCEED 4 PERCENT. ALTERNATIVE (C) THAT THE DIS-ADVANTAGE OF ADDING TO ETHIOPIA'S PRESENT FOREIGN DEBT BURDEN. WHICH AT 12 PERCENT IS ALREADY ABOVE THE 10 PERCENT "ALERT EVEL" ESTABLISHED BY THE IBROVIME FOR ETHICPIA. THE BUDGETARY EFFECTS OF FUTURE LOAN REPAYMENTS MAY INVOLVE SOME SECTION 620 (S) DIFFICULTIES, BUT LESS SO THAN THE BARGER ANNUALIETHIOPIAN DEFENSE EXPENDITURES INVOLVED IN ALTERNATIVE (B). WE'DO: NOT. HOWEVER, CONSIDER THESE TWO DISADVANTAGES OF ALTERNATIVE (C) AS SERIOUS AS A US FAILURE TO ELIMINATE THE SHORTFALLS.

13. WE LIKEWISE RECOMMEND THAT ANY LIKEMY SHORTFALL FOR FY 74 BELOW THE \$11.5 MILLION DOD PLANNING FIGURE BE ELIMINATED BY MEANS OF ONE OR MORE OF THE APPROACHES SET FORTH IN PARA 12. AS SOON AS WE OBTAIN BETTER INFORMATION REGARDING IEG BUGETARY DECISIONS FOR FY 74. WE WILL TRANSMIT THIS INFORMATION SO AS TO FACILITATE COMPARATIVE APPRAISALS OF THE THREE ALTERNATIVES.

14. THE US ASSISTANCE RECOMMENDED IN PARAS 12 AND 13 SHOULD PROVIDE SUFFICIENT ETHIOPIAN MILITARY STRENGTH TO BALANCE THE SOMALI THREAT AS WE NOW PERCEIVE IT. WE FEEL COMPFLIED TO EMPHASIZE, HOWEVER, THAT SHOULD THREEBE A MAJOR STRENGTHENING OF SOMALI MILITARY CAPABILITIES, SUCH AS WOULD LATER RESULT FROM DELIVEREIES OF SIGNIFICANT NUMBERS OF MIG-21S AND T-54 TANKS, WE WILL OBVIOUSLY NEED TO REASSESS THE PROBLEM.

15. SOME PARTS OF THIS TELEGRAM MAY APPEAR TO SUGGEST THAT WE









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HAVE IN MIND THE POSSIBILITY OF AN INDEPINITELY CONTINUING DRASTIC ESCALATION OF US ASSISTANCE IN FUTURE YEARS. THAT IS NOT THE CASE. WE RECOGNIZE THAT IF THE SOMALT THREAT SHOULD IN-CREASE RAPIDLY AND TONTINUALLY IN THE FUTURE'S THERE WOULD COME-A TIME WHEN THE US WOULD HAVE TO DRAW THE LINE SHORT OF IN-CREASED MILITARY ASSISTANCE AND LEAVE THE SOVIETS TO BEAR! THE ONUS OF SUBSEQUENT CONSEQUENCES. IN OUR VIEW, HOWEVER, NOW IS DECIDELY NOT THE TIME TO DRAW SUCH A LINE. THERE IS STILL AMPLE REASON TO HOPE THAT A CONTINUATION OF OUR ORIGINAL! PLANS FOR MILITARY ASSISTANCE TO ETHIOPIA, COMBINED WITH A SETTING BY THE SOVIETS OF REASONABLE LIMITS ON THEIR ASSISTANCE TO SOMALIA, WILL EFFECTIVELY PROTECT US INTERESTS AND HELP PREVENT THE PROBLEM FROM ERUPTING INTO MILITARY CONFLICT. INVOLVING. AS IT WOULD, ONLY THE RESTORATION OF THE VERY SMALL AMOUNT OF PRE-VIOUSLY PLANNED US FINANCIAL SUPPORT WHICH WE HAVE RECOMMENDED THE EFFORT APPEARS WORTHWHILE. GDS. WYMAN "



